DOCUMENT RESUME

ED 075 007 JC 730 076

TITLE	Increasing the Effectiveness of Educational Management in Community Colleges. Project USHER.
INSTITUTION	Battelle Memorial Inst., Columbus, Ohio.; League for Innovation in the Community Coll., Los Angeles, Calif.
SPONS AGENCY	Kellogg Foundation, Battle Creek, Mich.
PUB DATE	Jan 73
NOTE	34p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	Administrative Principles; *Community Colleges; Community Involvement; *Educational Administration; Educational Improvement; *Management Education; *Management Systems; *Models; Post Secondary Education; Program Descriptions; Student Participation
IDENTIFIERS	*Project USHER

ABSTRACT

As a part of Project USHER (Uniting Science and Humanness for Educational Redesign), a program is being carried out to increase the effectiveness of educational management in the nation's community colleges. The management model chosen to accomplish this goal unites the management-by-objectives model and the participative management model, and is called "humanistic management." The rationale for this management philosophy is based on three propositions: (1) Science-based management can be adapted to educational systems; (2) The human dimension of educational management is best reflected in the active involvement of the educational community; and (3) The scientific dimension of management and the human dimension can be united effectively through participative management by objectives. The model is described in relation to the management functions of planning, programming, budgeting, and evaluation. Four interrelated program objectives are: (A) to develop an operational management model; (B) to develop a management training system; (C) to develop a management guide; and (D) to disseminate the results of the total management program on a national basis. Four program projects, one for each of the objectives, are summarized. It is believed that active participation in the management program has the potential for the following benefits: (1) more effective educational programs for students; (2) more effective supportive programs; (3) a rational basis for the allocation of resources; (4) improved staff development and staff morale, (5) improved communication, and (6) a means for demonstrating educational accountability. (DB)

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Project USHER

William D. Hitt
Director

January, 1973

INCREASING THE EFFECTIVENESS OF EDUCATIONAL MANAGEMENT IN COMMUNITY COLLEGES

UNIVERSITY OF CALIF.
LOS ANGELES

MAY 5 1973

CLEARINGHOUSE FOR
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JC 730 076

A Cooperative Program
between the
League for Innovation in the Community College
and
Battelle's Center for Improved Education

About Battelle

Battelle is a public-purpose, multinational organization devoted to scientific research and development. Battelle's broad objective is the advancement and utilization of science for the benefit of mankind through the processes of technological innovation and the better education of man.

Founded under the will of Gordon Battelle, an Ohio industrialist, Battelle Memorial Institute began operations in 1929 and has since become widely recognized for creative research, education, and the application of new technology for the betterment of mankind. Battelle's 5,000 scientists, engineers, and supporting personnel perform research in the physical, life, social, and behavioral sciences, in economics, and in a variety of industrial disciplines. This research extends from fundamental studies for the sake of new knowledge to applied programs directed toward new products and processes. Much of this research is supported by government and industry on a contract basis. In addition to the contract research, the Institute supports its own substantial research programs.

Battelle has been active in educational research at federal, state, and local levels for more than ten years. Methodologies applied include educational technology (a systems approach to instructional development and utilization), survey design and analysis, experimental design and analysis, job and task analysis, instructional systems analysis, and planning and management systems design. The staff has broad experience in a number of specific methodologies which are part of educational technology, such as the key steps of developing instructional objectives in behavioral terms, the development of evaluation techniques and instruments, and the evaluation of program effectiveness.

FOREWORD

A major effort aimed at increasing the effectiveness of educational management in the nation's community colleges began in May of 1972 as a result of a three-year grant from the W. K. Kellogg Foundation to Battelle's Center for Improved Education. The program is being carried out in cooperation with the League for Innovation in the Community College. Goals of the program are to develop a planning and management model for community colleges, to demonstrate the model's effectiveness in actual use in three League districts (Brookdale Community College, Cuyahoga Community College, and Coast Community College District), and to implement the model nationally through conferences and workshops. The purpose of this report is to describe the program, including the underlying management philosophy, the planning and management model, and the procedures being followed in carrying out the program.

This program is one part of a larger effort at Battelle's Center for Improved Education known as Project USHER. The project title is an acronym for "Uniting Science and Humanness for Educational Redesign". The objective of this project is to combine the scientific and technical dimension of education with the human dimension in order to "usher in" a new educational model.

"The work of education unites the participating groups, through access to the educative forces and through common service to the facts, into a model of the great community."

Martin Buber

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SECTION I.*
THE PROBLEM

The community college has emerged as a major force in the nation's educational system. It meets specific needs that are not met by other institutions of higher education. The community college movement has grown rapidly during the past decade, and this growth pattern may continue for some years to come. Despite concerns about the future directions of higher education in the United States, there seems to be near-unanimous agreement that the community college will play a role of increasing importance — both in terms of enrollment and influence.

The community college is faced with a number of important management problems: how to assess educational needs, how to identify resources, how to articulate goals and objectives, how to organize effective programs, how to allocate resources, how to evaluate program effectiveness, how to establish information systems, and how to communicate with the public. Underlying all of these management problems are two fundamental questions: (1) Where should we be going? and (2) How do we get there?

The community college needs a management model that is appropriate for its particular conditions and demands. Such a management model must be rational and scientific, in order to lead to the systematic and orderly growth of the community college. It also must be humane, in order to deal adequately with the personal needs of the people in the community college.

The rational and scientific dimension of management has been demonstrated in a new management model that has emerged during recent years. This model is referred to as "management by objectives". The emphasis is on **results to be attained**. According to Peter Drucker, "management by objectives and self-control may legitimately be called a 'philosophy of management'. It rests on a

*Much of the early part of this report is adapted from Chapter VII in Education as a Human Enterprise, by William Hitt.

concept of the job of management. It rests on an analysis of the specific needs of the management group and the obstacles it faces. It rests on a concept of human action, human behavior, and human motivation." (p. 136 in **The Practice of Management**)

The human dimension of management is best reflected in the involvement of the people within the educational system. Here the various groups within the broad educational community participate actively in the management process. Georg Hegel, the great philosopher, many years ago pointed up the importance of involvement: " 'Interest' means to be in, to be part of something. A purpose for which I am to be active must in some way be my own purpose." Hegel was saying that what one puts himself into becomes an extension of his self. If individuals identify with particular objectives – because these are **their** objectives – they are much more likely to work toward accomplishing them than if the objectives are handed down from above.

The uniting of the management-by-objectives model and the participative-management model gives us "participative management by objectives". This means a uniting of the scientific dimension of management and the human dimension. The key idea is for the people within the broad educational community to work together as a team to answer the questions: (1) Where should we be going? and (2) How do we get there?

SECTION II.
UNDERLYING PROPOSITIONS

The proposed model of management for the community college is appropriately called "humanistic management". Based upon the concept of participative management by objectives, the model is a uniting of science and humanness – the two fundamental dimensions of humanistic philosophy. The rationale of this humanistic management philosophy is summarized in the three propositions stated below.

Proposition 1: Science-based management can be adapted effectively to educational systems.

In science-based management, emphasis is placed upon measuring variables, relating variables, predicting effectiveness, and verifying through evaluation. Decisions are made on the basis of facts. A high degree of rationality prevails. This approach to management stands in contrast to the solely intuitive or common-sense approach.

The main features of science-based management are incorporated within the management-by-objectives model. Our basic premise here is that science-based management – in the form of management by objectives – can be adapted effectively to the management of an educational system. By "adapt", we mean that the concepts and methods of management by objectives as used in other types of organizations can be modified to satisfy the unique needs and conditions of an educational system.

Proposition 2: The human dimension of educational management is best reflected in the active involvement of the educational community.

The educational community is defined as all of those people who have a vital interest in the educational system, which includes students, faculty, administrators, alumni, and the community-at-large. An educational system is a "human organization" to the extent that the members of the broad educational community

participate actively in the planning and management of the educational system.

This premise can be put in perspective by considering two different ways of viewing people. An individual human being may be treated as either a subject or an object. As a subject, he is an "I", a self. As an object, he is an "It", a thing. The human being as subject looks out at the world and has some influence on the world. The human being as object is controlled and manipulated by the world. Our basic idea here is that the people within an educational system are treated as subjects to the extent that they are allowed – and encouraged – to participate in the planning and management of the educational system. This is the human dimension of educational management.

Proposition 3: The scientific dimension of management and the human dimension can be united effectively through participative management by objectives.

The scientific dimension of educational management is represented by the management-by-objectives model. The human dimension is reflected in the involvement of the people who constitute the educational community. These two dimensions of management can be united effectively through participative management by objectives.

People within the educational system are "objects" to the extent that they are told where they are going and how they are to get there. They are "subjects" to the extent that they formulate their own objectives and choose the means for achieving the objectives. The key to success in increasing the effectiveness of educational management will be for members of the educational community to understand the concepts and methods of management by objectives so that they – as subjects – can apply this knowledge to the planning and management of their own educational system.

SECTION III.
THE CONCEPT OF PARTICIPATIVE MANAGEMENT

Prevailing Models of Management

Three prevailing models of management found in present-day education are: (1) the autocratic, (2) the laissez faire, and (3) the management-labor. The three management models are indicated in Figure 1.

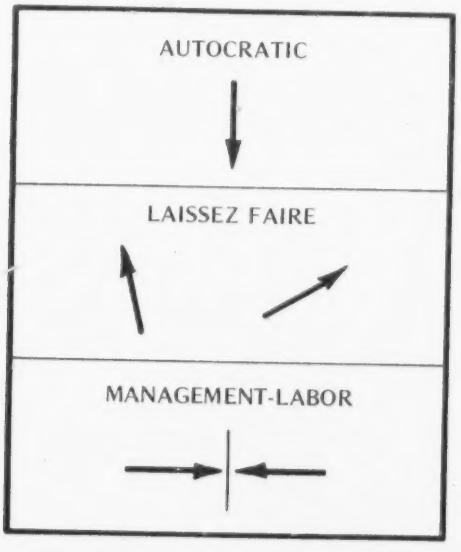

FIGURE 1. THREE MODELS OF MANAGEMENT

In the autocratic model, information flows "from the top down". The organizational structure is a well-defined hierarchy, with each person knowing his "pecking order" in the hierarchy. Individuals are told what to do, and they comply – or else. Managers are "bosses" in the traditional sense of the term. This approach to management was prevalent in industrial management in the early

part of this century. It also has been prevalent in the military services. And we see it in some colleges.

The autocratic model has both strengths and limitations. On the positive side, we see that it produces clear-cut responsibilities and centralized control. It is efficient, because only a single individual is involved in the decision-making process. On the negative side of the ledger is the simple fact that many people in this modern age will have no part of the autocratic model. The individual employee in such an organization is treated as an object, a thing, an "It". Typical reactions to this type of management are either complete passivity on the part of the employee (he becomes an automaton), or else he rebels.

The laissez-faire model of management stands in sharp contrast to the autocratic. Here there is complete noninterference in the affairs of others. Each person "does his own thing". The administrator may administer the paperwork, but he is not an educational manager.

One reason why this approach to management (or lack of management) has evolved in education is a misinterpretation of academic freedom; it is assumed that each instructor should be given unrestricted freedom in the classroom. If this assumption were valid, then there would be no need for managers. A second reason for the existence of the laissez-faire model in education is that college administrators, by and large, have not been trained adequately in the principles and concepts of management. Frequently an individual moves directly from being an instructor to becoming an administrator; he moves from the classroom to the administrator's office because he was available.

One major result of this approach to management is that the staff members feel that they have considerable freedom in their jobs. Some may like the idea that there is no one "standing over their shoulders", reviewing and commenting on their work. Other individuals working in such a college, however, will dislike the lack of direction they receive. This system is perceived as a floundering ship with no one at the helm. In the present age of accountability, this approach to educational management can lead only to disaster.

The management-labor model in its present form has brought forth a true polarization of administrators and faculty. Administrators have become "management", and faculty have assumed the role of "labor". It's "us versus them". There is a struggle for power. Each side tries to maximize its own gains and minimize the gains of the other side. It is assumed by both sides that there is a fixed amount of power in an educational system; if one side gains in power, it then follows that the other side must lose a corresponding amount of power.

One reason for the emergence of the management-labor model was the minimum wages paid to teachers for many years. A second reason was that teachers felt they had no say in the major decisions that affected their professional lives in the school system. Teachers wanted more money and they wanted to be a part of the action, so many of them unionized.

The management-labor polarization has produced in our colleges two distinct groups of people each working toward different goals – its own. This is the antithesis of the situation in which the various groups of employees are working together to achieve common goals.

The basic thesis of this report is that none of these three management models is appropriate for an educational system. Participative management is the proposed alternative.

The Meaning of Community

In a number of his works, Martin Buber provides us with a rich description of "community": "The real essence of community is undoubtedly to be found in the – manifest or hidden – fact that it has a center"... "But community, growing community is the being no longer side by side but with one another of a multitude of persons"... "Community is the overcoming of otherness in living unity"... "If the world of man is to become a human world, then immediacy must rule between men, and thus also between human house and human house"... "Community is where community happens". **(Between Man and Man)**

Building on these concepts of Buber's, we propose a broader definition of educational community than that which has been

used in the past. In our definition, the educational community goes beyond the walls of the college campus. It includes all of those groups that have a vital interest in the educational system: faculty, administrators, students, board members, and the community-at-large. This constitutes the genuine educational community.

The educational community then becomes the educational organization. Chester Barnard, in "A Theory of Cooperation and Organization", defines an organization on the basis of three criteria: "An organization comes into being when (1) there are persons able to communicate with each other, (2) who are willing to contribute action, (3) to accomplish a common purpose. The elements of an organization are therefore (1) communication, (2) willingness to serve, and (3) common purpose". (pp 96-97 in **Some Theories of Organization**)

The college should be viewed as a community of all those people having a vital interest in the educational system. This is a humanistic view of the educational organization.

Toward Participative Management

In participative management, members of the educational community cooperate in formulating educational objectives and in deciding on methods for accomplishing the objectives. The educational community includes faculty, board members, administrators, students, and the community-at-large. These people work together in deciding what they want to do and how they plan to get there. This is the essence of participative management.

The concept of participative management, which is suggested in Figure 2, stands in sharp contrast to the three approaches to management discussed above. In opposition to the autocratic approach, the participative approach allows and encourages the flow of information in all directions -- up, down, and lateral; there is rich communication throughout the system. As contrasted to the laissez-faire model, the participative model guides all efforts toward common objectives. Finally, in opposition to the management-labor model, the participative approach involves the cooperative efforts of all groups in the school system in working toward agreed-upon objectives.

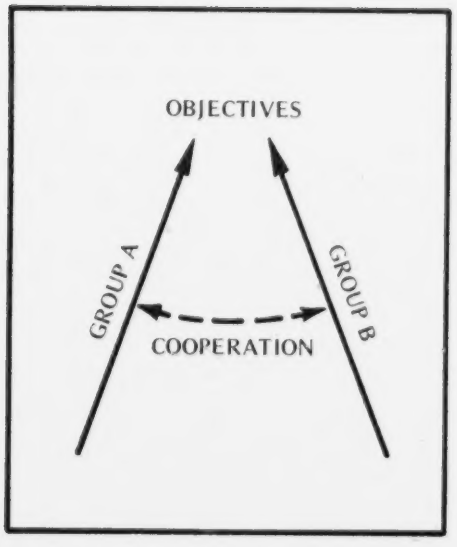

FIGURE 2. A MODEL FOR PARTICIPATIVE MANAGEMENT

Participative management is related to, but not identical with, pure democratic management. Pure democratic management calls for rule by the majority; if 51 percent of the people vote one way, their voice prevails. In contrast, participative management calls for individual responsibility and accountability. The idea here is for the designated leader* to work closely with all members of his group in encouraging their active participation in the functions of management, but he has the final authority for decision making. In most cases, the group leader will be with the majority. In other cases, however, he may be in the minority. In either case, he has the authority to make the final decision, because he must assume the responsibility for the consequences of the decision.

Rensis Likert clearly articulates this point of individual responsibility: "The group method of supervision holds the superior fully responsible for the quality of all decisions and for their

*This "designated leader" might be an administrator, a faculty member, or anyone else who has assumed a leadership role for a particular area of responsibility.

implementation. He is responsible for building his subordinates into a group which makes the best decisions and carries them out well. The superior is accountable for all decisions, for their execution, and for their results." (p. 51 in **The Human Organization**)

SECTION IV.
A MODEL FOR HUMANISTIC EDUCATIONAL MANAGEMENT

The major idea underlying our proposed humanistic management model is the application of management by objectives within the context of participative management. Building on the propositions stated previously, a humanistic model of educational management is presented below.

A Rational Approach to Management

Functions of management include planning, programming, budgeting, and evaluation. Taken together, these functions can form a cohesive decision-making procedure that leads to the efficient allocation of resources to achieve specified objectives.

(1) Planning

The purpose of planning is to decide what is to be accomplished in the educational system as a whole or in some part of the system. Important questions to be answered include: (a) What is the mission of the educational system? (b) What are the needs of the educational system? (c) What resources are available to the educational system? (d) What are the systemwide objectives of the educational system?

A useful approach to planning is to investigate the discrepancies between what presently exists in the college and what is desired. This approach calls for a comprehensive and accurate description of the present educational system and a clear formulation of a desired future system. A systematic analysis of the deviations between the actual state of the system and the desired state of the system points up what needs to be done to effect improvements in the college. This analysis of discrepancies, along with an analysis of resources available to the college, will then provide a sound basis for the establishment of priorities and the formulation of reasonable systemwide objectives.

(2) **Programming**

The purpose of programming is to decide what is to be done in order to accomplish the objectives. Some of the questions to be answered here are (a) What activities must be carried out to accomplish the objectives? (b) How should these activities be organized? (c) What manpower, facilities, and materials will be needed in order to carry out these activities? (d) What are the constraints that might impede the accomplishment of the objectives?

The main concept in programming is to think in terms of **alternative** ways for achieving the stated objectives. Rather than fixating on one particular approach (perhaps because this is the way it always has been done), we are forced to think in terms of alternative approaches. This type of thinking requires creativity and openness to new ideas. Closely related to this concept of alternative approaches to achieving objectives is the method of cost-effectiveness analysis. The basic idea here is rather simple: it means that a rational approach to management calls for a systematic investigation of the estimated effectiveness and the estimated costs associated with the various alternative approaches under consideration.

(3) **Budgeting**

The purpose of budgeting is to make a rational allocation of resources to the programs and program elements. Questions that must be answered include (a) What are the estimated costs for carrying out the various activities necessary for accomplishing the stated objectives? (b) What is the estimated income for the system? (c) What constraints are imposed upon the expenditure of various funds? (d) How should the income be allocated to the various programs and program elements?

Management by objectives calls for program budgeting. Traditional budgeting has focused on this question: "This is what we spent for these items this year; what should we spend on these items next year?" In contrast, program budgeting is directed toward these questions: (a) "Where do we want to go?" (b) "What do we do to get there?"

Harry Hartley defines an educational budget as a financial expression of the objectives, programs, and activities of an educational system. He emphasizes that, "Program budgeting relates the output-oriented programs, or activities, of an organization to specific resources that are then stated in terms of budget dollars. Both programs and resources are projected for at least several years into the future." (p. 76 in **Educational Planning-Programming-Budgeting: A Systems Approach**)

(4) **Evaluation**

The purpose of evaluation is to compare actual accomplishments with desired outcomes in order to improve performance. Important questions to be answered are (a) Which objectives were achieved? (b) Which objectives were not achieved? (c) What factors contributed to the accomplishment of specific objectives and the failure to accomplish other objectives? (d) What should be done to improve future performance?

An essential requirement for successful evaluation is the statement of objectives. Evaluation can be only as precise as the specificity in the statement of objectives – and no more. Imprecise objectives lead to imprecise evaluation. Management by objectives calls for both summative and formative evaluation of a given operation. Summative is the classical experimental-design approach. (One does not interfere with an activity during the course of operation, because he may contaminate the results.) With formative evaluation, however, assessment takes place during the time that the activity is being carried out. This is done so that performance may be improved during the period of implementation.

Incorporating the Human Dimension

How does the educational manager make effective use of this rational approach to management? The application of management by objectives to education without giving due consideration to human feelings, desires, and values could well do more harm than good.

Underlying the humanistic management philosophy is the basic proposition that the human dimension of management and the scientific dimension can be effectively united through participative

management by objectives. The individuals in the educational community cooperate in the application of a rational approach to planning, programming, budgeting, and evaluation. The success of this endeavor requires that those who are knowledgeable in the use of this rational approach to management proffer the approach to the members of the educational community.

Some suggestions for uniting the human dimension of management with the scientific dimension are presented below.

(1) Participative Planning

All groups within the educational community should be invited – and encouraged – to participate actively in the systematic planning for the college. This includes administrators, trustees, faculty, students, and the community-at-large.

All of these groups can make major contributions to the formulation of the college's mission statement and systemwide objectives. This can be accomplished through a series of meetings in which the various groups express their different points of view concerning the objectives. The planning coordinator* can facilitate the entire process by stimulating the discussion, by presenting the groups with alternative objectives, by helping the various groups arrive at a consensus, and by coordinating the total process. The desired end-result should be a clear statement of the mission and the systemwide objectives, arrived at and agreed upon by representatives of the broad educational community.

The faculty and department chairmen should work closely in the formulation of program objectives. These objectives are derived from the statement of mission and systemwide objectives, along with a knowledge of needs, resources, and constraints. This step can provide the basis for the development of an integrated curriculum, with the faculty and department chairmen assuming responsibility for the integration as well as the implementation.

Participative planning is not an easy process. It is a time-consuming approach, and the planning coordinator may find it

*The planning coordinator plays a very important role in the total planning process. It is advisable that this person report directly to the college president (or to the chancellor or superintendent of the district, as the case may be).

extremely difficult to achieve a community consensus on the statement of systemwide objectives. The resulting benefits, however, should prove that the entire effort is worthwhile. As a result of active participation in planning, the representatives of the educational community should be motivated to work toward achieving the objectives, because these are **their** objectives. These individuals should become actively involved in the educational process; they should feel that they are an integral part of the process.

(2) **Participative Programming**

The various groups within the educational community should work together in deciding how the college's objectives are to be accomplished. Faculty and department chairmen would be expected to make the major decisions regarding curriculum. There are a number of other areas, however, which can benefit substantially from contributions by students, administrators, and the general community.

Representatives of the educational community should work together in analyzing the existing programs, including both the educational programs and the supportive programs. Each program is evaluated in terms of its contribution to the systemwide objectives. Plans are made to either modify or eliminate those programs that do not contribute to the college's objectives. A note is made of those objectives for which no programs exist.

These same representatives then participate in generating ideas for the development of new programs and the modification of existing programs. Faculty, administrators, and students would be expected to contribute ideas for curriculum development. Students should be able to make useful suggestions for improving the supportive programs, such as Food Service, Library Service, and Health Service. Representatives of the general community can make useful recommendations for improving communication between the college and the general community. These various ideas are then evaluated on the basis of the likely contribution to stated objectives, the availability of resources, and the existing constraints.

The faculty and administrators should work together in integrating the total array of programs. These programs, along with the

objectives, should be organized within a systems framework — as an integrated whole.

This approach to programming has several important applications for the college. First, the rational structuring of programs will make them compatible with the overall management-by-objectives process. Second, the involvement of a wide range of people in the programming process can lead to many innovative ideas for program improvement. And even if only a fraction of the ideas stand the test of critical evaluation, this can still be a worthwhile effort. Third, it may be deemed necessary to eliminate certain job positions as a result of scrutinizing existing programs against newly stated objectives. This does not mean, however, that the individuals filling these positions have to lose their jobs. If they can contribute to the college's objectives, then it would be expected that they could be transferred to different positions.

(3) **Participative Budgeting**

A participative approach to budgeting in a college might proceed in the following manner:

(a) A planning committee consisting of administrators, program coordinators, and faculty is given the responsibility for drafting the overall budget for the college. This planning committee is given a thorough orientation in the college's budget, including past expenditures, expected revenues, and constraints imposed upon the expenditure of various funds. Everything is completely open; there is no hidden agenda.

(b) Individuals responsible for the various programs assume the responsibility for organizing their particular budget requests. Alternative levels of funding are requested for each program, along with a delineation of how the different levels of expenditures are expected to contribute to the accomplishment of program objectives. These program coordinators work with their staffs (faculty and administrators, as the case may be) in drafting their program budgets.

(c) The planning committee then proceeds to match the budget to the program requests in an iterative manner. A "first-cut" is made at allocating the budget to the various programs.

Adjustments are then made until a satisfactory match between budget requirements and estimated revenue is achieved. Particular levels of expenditures for the various programs are selected on the basis of systemwide objectives ("Top Down") as well as demonstrated need ("Bottom Up"). A high degree of communication between the planning committee and the program coordinators is maintained throughout this process.

(d) After the overall budget is organized, the planning committee makes its recommendations to the board. The educational community should be provided with complete information regarding the planned budget and given an opportunity to discuss the specific plans with the board and the chairman of the planning committee.

Just as with participative planning and participative programming, participative budgeting is a time-consuming process. One major obstacle in the process, of course, is the difficulty in obtaining agreement among the many different individuals participating in the process. It is a psychological truism that the majority of the individuals will emphasize the importance of their own particular programs or program elements, regardless of the specific systemwide objectives that have been established.

This proposed approach to budgeting, however, will result in definite benefits for the college. First, the budget is linked to programs in a rational and systematic manner, which should lead to a greater likelihood of accomplishing program objectives and, in turn, systemwide objectives. Robert Pavese, author of one of the papers in Harry Hartley's book, emphasizes that, "Program budgeting will not solve the problem of how to obtain more dollars, but it will facilitate better management of the funds available." A second and equally important benefit to be accrued is that administrators and faculty will be working together as a team in relating budget to programs.

(4) Participative Evaluation

Members of the educational community should cooperate in carrying out systemwide evaluation. By our definition of evaluation, we mean that actual accomplishments are compared with desired outcomes in order to improve performance.

A major requirement for implementing a management-by-objectives system is the establishment of an information system. The information system is used for collecting, analyzing, and disseminating information for use in evaluation and decision making. Such a system might be very simple in design (and require only manual operation) or be quite complex (and require the use of a computer), depending upon the size and needs of the college. Feeding into the information system will be two broad classes of information: (1) details of the plans, and (2) descriptions of actual accomplishments. The details of the plans would include program objectives, descriptions of programs and program elements, and budget allocations. Descriptions of actual accomplishments can be obtained from faculty, administrators, students, and the general community by systematically surveying their perceptions of actual accomplishments. Also included here would be any objective data related to actual accomplishments, such as student test scores and records of student performance (with the stipulation being that these data are related to the program objectives).

Evaluation is then carried out by comparing actual accomplishments with desired outcomes. Faculty and administrators work together in answering these questions: (a) Which objectives are being achieved? (b) Which objectives are not being achieved? (c) What factors seem to be contributing to the success in accomplishing certain objectives or to the failure in accomplishing other objectives? and (d) What should be done to improve future performance? As a result of this continual evaluation, modifications might be made in the objectives, in the means for achieving the objectives, or in the budget allocations.

A periodic evaluation report is given to the educational community. Desired outcomes and actual accomplishments are reported accurately and honestly. Reactions to the report from the educational community are welcomed.

This is a constructive approach to evaluation. During the evaluation process, it will become clear if certain individuals are not doing their share of the work (administrators, faculty, and students included). The primary emphasis, however, is placed upon reducing discrepancies between actual accomplishments and the desired outcomes **in order to improve student learning.**

* * * * *

Our model of humanistic management is not proposed here as something **in addition to** what college administrators are now doing, but is proposed as another way of doing their jobs. This is proposed as an alternative to present management practices.

Humanistic management calls for a special type of leadership in the educational system. It requires leaders who are effective human beings, who have a good grasp of science-based management, and who are able to bring about genuine cooperation among all groups in the educational community. This is a big order, but the importance of the educational enterprise demands it.

The effective application of humanistic management should produce a number of benefits for a community college:

First, the use of management by objectives should have a liberating effect on the entire college. Mystery, confusion, and uncertainty can be replaced by understanding, open communication, and a rational approach to decision making.

Second, the college should be able to demonstrate to the entire community that it is being accountable. It demonstrates this accountability by clearly communicating its objectives, by systematically investigating alternative means for achieving the objectives, by allocating its budget on the basis of clearly established objectives, and by reporting to the community the results of evaluation and plans for improvement.

Third, humanistic management can show the democratic process at its best. Here we must agree with Erich Fromm when he says, "Proposing methods of activation by participation aims at the revitalization of the democratic process. It is based on the conviction that American democracy must be strengthened and revitalized or it will wither away. It can not remain static."

SECTION V.
METHOD OF ATTACK

The overall purpose of the program described in this report is to increase the effectiveness of educational management in the community college through the use of participative management by objectives. In support of this mission are four interrelated program objectives: (A) to develop an operational management model; (B) to develop a management training system; (C) to develop a management guide; and (D) to disseminate the results of the total management program on a national basis. (See Figure 3.)

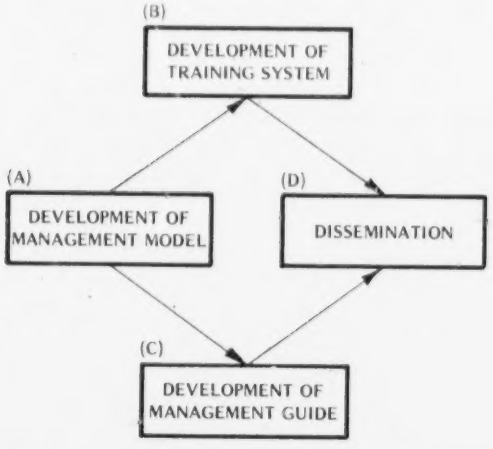

FIGURE 3. FOUR INTERRELATED OBJECTIVES

The program consists of four projects – one for each of the above objectives. These projects are summarized below.

Project A: Development of Management Model
(Project Director: Gerald Robinson)

The objective of Project A is to develop an operational management model for the community college. This model will build on

the concepts and methods of management by objectives as used in a variety of organizations, but will be adapted to the unique needs and conditions of the community college.

Information is being collected for the elaboration of this management model by means of reviewing the technical literature and by visiting selected colleges around the country. In addition to developing a sound theoretical model, we want to make certain that the model is adapted to the realities of a "typical" community college. The end-product of Project A will be an operational management model in the form of a step-by-step process for carrying out the functions of planning, programming, budgeting, and evaluation within the estimated resources and constraints of a typical community college.

The framework within which this model is being developed is shown in Figure 4. Included in the overall strategy are the following ten steps:

(1) **Formulate the ultimate objective of the college.**

This is the primary aim of the college, the primary mission. The ultimate objective serves as the integrating theme for the educational system as a whole. This is the ultimate "why" of the college.

(2) **Assess systemwide needs.**

A need is defined in terms of the difference between what presently exists in the educational system and what is desired. This includes programs, special services, staff, facilities, equipment, materials, and anything else required to accomplish the educational system's ultimate objective.

(3) **Estimate resources.**

A resource is anything that can contribute to the accomplishment of objectives. This includes money, people, and facilities. Here it is necessary to answer these questions: (a) What is the predicted enrollment of students in the college over the next one, five, ten years? (b) What is the estimated revenue for the college over the next one, five, ten years?

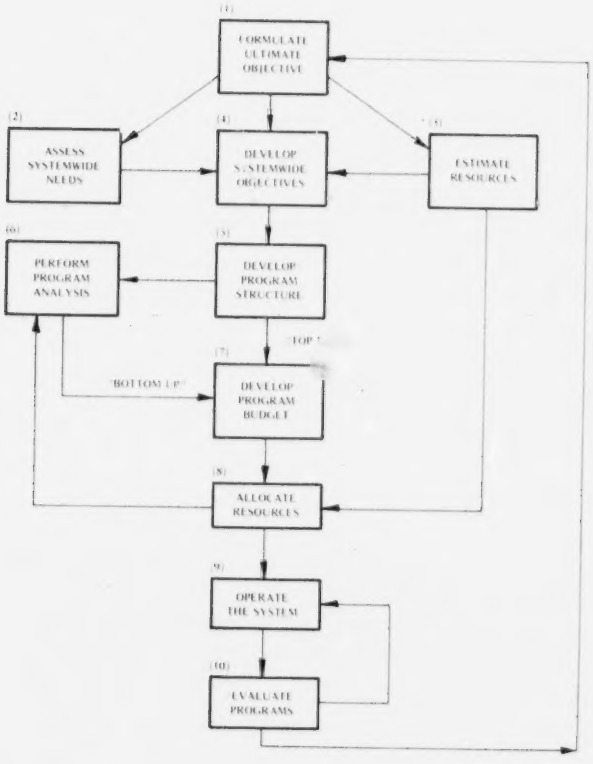

FIGURE 4. A GENERAL MODEL FOR EDUCATIONAL MANAGEMENT

(4) **Develop systemwide objectives.**

Systemwide objectives are the broad statements of purpose that cut across all programs and activities and apply to the college as a whole. These objectives are derived from the statement of the ultimate objective and the results of the needs assessment, and are sensitive to the estimate of resources.

(5) **Develop program structure.**

A program is defined here as any set of related activities directed toward common objectives. Examples of educational programs would be Mathematics, Science, Humanities, and so forth. Supportive programs would include Library Service, Food Service, Health Service, and so on. The program structure is a hierarchical classification of programs encompassing all activities of the college and should be designed in such a manner to be logically consistent with the statement of systemwide objectives.

(6) **Perform program analysis.**

Program analysis involves several important steps: (a) specifying program objectives, (b) identifying program constraints, (c) developing alternative approaches to the accomplishment of objectives, and (d) evaluating the alternative approaches on the basis of estimated effectiveness and estimated cost.

(7) **Develop program budget.**

The program budget is developed in accord with the program structure and the results of the program analysis. "Top Down" inputs to budget formulation constitute a rational input based upon systemwide objectives. The "Bottom Up" approach uses cost estimates from program analyses as the basis for the initial program budget. Both types of inputs should be used in the establishment of a program budget.

(8) **Allocate resources.**

The next step is to allocate the resources to the various programs and program elements. This allocation is based upon

the estimated revenue and the estimated budget requirements. Step 8 must be recycled back to Step 7 until there is a "match" between estimated program expenditures and estimated revenue.

(9) **Operate the system.**

The overall educational plan is then put into operation. Operation of the system is guided by the results of the preceding steps of planning, programming, and budgeting.

(10) **Evaluate programs.**

All of the programs in the college are evaluated on a continuing basis. The fundamental questions here are: (a) To what extent are program accomplishments consistent with the stated program objectives? and (b) To what extent are actual expenditures consistent with anticipated expenditures? Modifications are made in the actual operation of the system as deemed necessary from the results of the evaluation.

The feedback loop from Step 10 (Evaluate Programs) to Step 1 (Formulate Ultimate Objective) is drawn to illustrate the dynamic nature of the process. We begin with planning and move toward evaluation, and then begin again with planning, and so forth. This is a rational and dynamic approach to educational management.

Project B: Development of Management Training System
(Project Director: Robert Rubeck)

The purpose of Project B is to develop an effective means for teaching community college administrators and others in leadership roles how to implement the management model developed in Project A. To this end, we are now developing a comprehensive workshop to cover all of the steps shown in Figure 4.

Simulation will be one of the main instructional methods used in conducting the workshop. One advantage of simulation is that it can reduce the complexity of management by objectives to a scale appropriate for learning and initial applications. Second, the realism of simulation tends to motivate the participants to learn new concepts and methods and then apply them to their own particular situation. Another important advantage of simulation is

that it can collapse time so that the participant is able to acquire considerable realistic experience in a relatively short period of time.

One important feature of the workshop is that it will cover both technical skills and human skills. For example, technical skills include areas such as analyzing the results of needs surveys, formulating objectives, estimating cost-effectiveness, and allocating resources. Human skills include areas such as listening, motivating, and group leadership. Each of the 20 instructional modules included in the workshop will be organized in such a manner as to include both technical skills and human skills. Our basic idea is that the effective manager, first, is an effective human being and, second, is able to apply the tools of management.

The modules to be included in the workshop will be tested in the three League districts serving as pilot colleges for the program. These training materials will be administered to a group of people (usually the members of a redesign committee) in each of the three pilot colleges and then revised as deemed appropriate. The end product will be a comprehensive management training program designed to help community college administrators become more effective educational managers.

Project C: Development of Management Guide
(Project Director: Lana Porter)

The objective of this project is to develop a comprehensive set of written guidelines for implementing participative management by objectives in a community college. Our basic assumption is that, if a team of administrators from a given community college participate in the management workshop and also have access to the management guide, they should be able to implement the concepts and methods of participative management by objectives in their own college with little or no additional outside assistance.

The operational management model developed in Project A will provide the theoretical and technical base for organizing the management guide. The guide will include such topics as: (1) preparing for educational redesign, (2) assessing educational needs, (3) assessing resources, (4) formulating educational objectives, (5) developing a program structure, (6) conducting program analysis,

(7) establishing a program budget, (8) allocating resources, (9) preparing a written plan, (10) executing the plan, and (11) evaluating.

A draft of the guide will be prepared by the project staff. A number of people knowledgeable in community college management will be asked to review and critique the draft. Changes will be made as appropriate.

Project D: Dissemination
(Project Director: David Hamilton)

The objective of Project D is to disseminate the results of the total management program on a national basis. This aim will be achieved through conferences, workshops, and distribution of the management guide.

Special conferences will be conducted for League representatives throughout the course of the three-year grant. Our rationale is that the League colleges should "stay with" the program throughout the time period in which it is being carried out so that they can begin to implement certain of the concepts and methods immediately – rather than wait until the program is completed.

Management workshops (two weeks in length) will be conducted after the completion of Project B. The purpose of these workshops will be to provide realistic experiences that will enable college administrators to learn the concepts and methods of participative management by objectives. Participants in the workshops will include representatives from League colleges and others in leadership roles. One hundred scholarships will be offered to these groups of people: (a) representatives from League colleges – 50, (b) professors in Junior College Leadership Program – 40, (c) Other – 10.

The **management guide** will be reproduced in large numbers. One copy will be mailed to each community college in the nation, to colleges and universities that are preparing people to be community college administrators, and to organizations such as the American Association of Community and Junior Colleges and the Council of State Directors of Community Colleges.

* * * * *

The attainment of the objectives for Project D will constitute the completion of the grant with Kellogg Foundation. This three-year development period, however, is intended to be only the beginning of a long-range program directed toward increasing the effectiveness of educational management in the community college. We expect the overall program to have a life of some ten to fifteen years. After the grant period is ended, the participating League colleges will continue to expand the management-by-objectives programs which they have initiated, and Battelle's Center for Improved Education will provide fee-supported workshops to large numbers of community college personnel on a continuing basis. This procedure should allow the program to have a considerable nationwide effect on management practices in the community college.

SECTION VI.
SUMMING UP

The main idea underlying this program is that educational management in the community college can be substantially improved by uniting the scientific dimension of management and the human dimension. We propose that management by objectives is the best present-day representation of science-based management. We also propose that the genuine involvement of the people in the educational community in the management process constitutes the best representation of the human dimension of management. Combining management by objectives and participative management gives us "participative management by objectives", which we are calling humanistic management.

The broad aim of the program described in this report is to help community colleges improve the effectiveness of their educational management through the use of participative management by objectives. In support of this aim are four program objectives: to develop an operational management model, to develop a management training system, to develop a management guide, and to disseminate the results of the total management program on a national basis.

The program is being carried out through the cooperative efforts of Battelle, the League for Innovation in the Community College, and W. K. Kellogg Foundation. Battelle is managing the program and providing part of the financial support. The League is actively involved through the participation of three of its members as pilot districts, the participation of other League colleges in the management workshops, and consultation provided by Dr. B. Lamar Johnson, Executive Director of the League. The W. K. Kellogg Foundation is providing the larger part of the financial support needed for launching the program.

We believe that the overall program has an expected life of at least ten to fifteen years. With W. K. Kellogg Foundation and Battelle providing the financial support needed to launch the program during the first three years, community colleges will be expected

to provide the support needed to maintain the program after the initial three-year period.

Active participation in this management program has the potential for providing community colleges with the following benefits: (1) more effective educational programs for students, (2) more effective supportive programs, (3) a rational basis for the allocation of resources, (4) improved staff development and staff morale, (5) improved communication, and (6) a means for demonstrating educational accountability.

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About The League For Innovation In The Community College

The League for Innovation in the Community College is a national organization of community college districts which aims, through cooperative work, to encourage and evaluate innovations and experimentation designed to improve varied aspects of college operations. Work of the League includes an emphasis on improving management practices, curriculum development, the improvement of instruction, and the strengthening of student personnel services.

The League is chartered under the laws of the State of California as a non-profit educational corporation, pursuant to the provisions of Education Code Section 1072.

As a national organization with members in all sections of the country, the League influences and takes leadership in community college development throughout the nation. To this end, the League is not only committed to programs which contribute to the continuing improvement of member colleges, but also to provide nationwide leadership within the community college movement. The findings of the League programs and studies are shared with community colleges nationally, and non-League colleges are continually involved in League activities.

Program Advisory Committee:

Dr. B. Lamar Johnson, Executive Director
League for Innovation in the Community College

Dr. Charles Chapman, President
Cuyahoga Community College

Dr. Joseph W. Fordyce, President
The Junior College District of St. Louis

Dr. Ervin L. Harlacher, President
Brookdale Community College

Dr. Norman Watson, Chancellor
Coast Community College District

Pilot Districts:

Brookdale Community College

Coast Community College

Cuyahoga Community College

Coordinators:

Dr. Reynolds Thompson

Mr. Tom Gripp

Dr. Paul Hinko